

Joint Planning of Civilian and Military Efforts in International Operations

Denmark's increased military commitment to international operations of recent years has raised the question of whether it would be expedient to strengthen the coordination of civilian and military efforts. New experience has been gained in recent years in humanitarian aid and reconstruction aid in connection with the resolution of military conflicts. In the West Balkans, Eritrea, Afghanistan and Iraq, humanitarian aid has been more or less based on specific cooperation between the humanitarian organisations and the military in the form of, for example, logistics support and the removal of landmines. A common denominator for these situations has been that they have involved extensive destruction of local social structures and have generated a need to involve many organisations in resolving the conflict.

The purpose of the overall Danish effort in a conflict area is to stabilise and normalise the situation. Water, electricity, transport, police, basic administration and a functioning business sector are all basic prerequisites for achieving this goal. International crisis management operations are therefore not only a military task. For the civilian population in a crisis area, improving their social and economic situation in the area and improving the security situation are directly related. For this reason, the overall Danish effort in a conflict area must involve a greater degree of coordination and goal-orientation than before so that an area of conflict can be stabilised and normalised as quickly as possible. This can be instrumental in reducing the military operation and in ensuring the greatest possible effect of the Danish resources that are applied within an internationally coordinated framework.

The Government intends to strengthen the ability of Danish Defence to carry out international military operations in the years to come. At the same time, the need for deploying military forces across a broad spectrum of tasks and in vastly different situations seems to be increasing. Denmark should expect to remain in Iraq where useful experience in coordinating civilian and military efforts has already been gained. It is expected that the international effort in Afghanistan will be expanded to include additional provincial reconstruction teams, which by nature are the result of a coordinated effort between civilian and military involvement in the form of a civilian reconstruction effort under military protection. The need for an increased Danish effort in this area cannot be ruled out. A Danish military force is also present in Kosovo. The Danish contingent is expected to be reduced concurrently with the general adjustment of KFOR.

It is difficult to predict where the next international military conflicts will take place. Increasing focus is being directed at conflicts on the African continent where the international community is intensifying conflict prevention and peacekeeping efforts. Other possible areas of conflict include the greater Middle East region or the Caucasus.

The takeover by the EU of crisis management in Bosnia is expected to serve as an example of how future military operations become incorporated in a more broadly coordinated effort. It is thus expected that the EU will be charged with the overall strategic command. In this context, the EU will have the opportunity to demonstrate the value of simultaneous application of the different foreign policy instruments that are available to the Union. The operation will thus comprise composition of a military force, the establishment of a local police force and court

system as well as support for democratic and social development in Bosnia. Denmark will not be able to participate with military forces under the auspices of the EU as a result of Denmark's opt-out regarding EU defence policy.

The security situation may in some instances cause non-governmental organisations, such as private emergency relief organisations and international organisations, to be initially unable or unwilling to operate in a crisis area. Situations may also arise in which international or local police are not present. In such situations the military force may be compelled to provide more limited and very specific assistance in the local area and to handle tasks such as the re-establishment of the police force and the judicial system. This is not a core competency of the military force, nor should it be, in the opinion of the Government. In situations where the military force must perform such tasks in the military task force area, the Government wants to ensure that the military force has the necessary financial means and possibly other support, including advisory services. The transfer of the Emergency Management Agency to the Ministry of Defence also improves the possibility of exploiting the special competencies that are available to the Emergency Management Agency in connection with assistance in humanitarian emergencies.

As a security situation gradually improves, it will usually be possible for other civilian governmental and non-governmental organisations to operate in the area. In this connection it is important that the performance by the military force of these tasks is reduced as much as possible and that emergency relief organisations or private enterprises with the necessary expertise come on the scene as quickly as possible and carry out the task. Military forces will still be able to support the performance of such tasks by civilian organisations to the extent that the forces have the relevant equipment and expertise at their disposal.

Therefore, the Government will use a new initiative to ensure that the application of Denmark's national resources in international crisis management operations is focused, effective and coordinated, regardless of the security situation.

The planning and preparation of an international crisis management operation in which Danish military units are deployed in an autonomous sphere of responsibility must, from the beginning of the operation, include all Danish contingents that are included in the operation, and it must articulate the objectives for the completion of the efforts. In other words, activities that are implemented by the military, the national rescue preparedness corps, the police, the foreign service and – to the greatest possible extent – the private relief organisations. This will take place in cooperation and dialogue with all of the organisations and by exploiting their fundamental differences and competencies.

The aim is to provide stabilising efforts that meet elementary humanitarian needs, assist vulnerable and exposed groups and generate direct results for the local population in the deployment area. Examples of this include the re-establishment of infrastructure, which ensures access for actual humanitarian relief efforts, the re-establishment of public buildings, including local administration, exercise of authority, police and judicial system, schools and health centres, re-establishment of water and electricity and support for civilian relief organisations.

As part of the Government's initiative, a standing group of public officials is to be appointed for planning and coordinating the Danish military and civilian humanitarian effort. The members of the public officials committee will come from the Ministry of Defence, the Defence Command, the Emergency Management Agency and the Danish Police. The Ministry of Foreign Affairs will

chair the public officials committee and ensure coordination with relevant Danish relief organisations as well as any private enterprises.

In order to strengthen the joint planning and coordination of the civilian and military Danish effort, a management unit will, if possible, be established at the same time under the Ministry of Foreign Affairs in the operational area within or near the Danish military contingent. The unit will be charged with locally contributing to the coordination, information sharing and increase of the overall efficiency in connection with the Danish activities. To ensure a fast, effective effort aimed at the specific needs, the management unit will take decisions regarding the specific project proposals in the light of the criteria that apply to stabilising efforts. If the set-up of such a management unit is not possible or necessary, it will be possible to attach one or more advisors with special expertise in relevant areas to the military force.

A focused Danish humanitarian effort must occur to the greatest possible extent within the sphere of responsibility in which the Danish military force is deployed. As a main rule, the private Danish and international relief organisations should be in charge of implementing the stabilising efforts funded by Denmark. The humanitarian efforts of other organisations in the deployment area should be coordinated as much as possible with the Danish efforts.

Stabilising efforts will continue to be financed under the aid to developing countries programme, and it will be possible for the specific initiatives to be implemented by civilian relief organisations. The Government will also set aside DKK 15 million in the Finance Act for civilian activities that can be performed by Danish military forces when the security situation makes it difficult for civilian organisations to operate in an area. If the funds are not used, they may be used for other humanitarian aid.

The direct joint planning of the military and civilian effort does not involve any organisational or decision-making hierarchy between the various organisations. The effort will involve the setting up of a framework or a set of rules for the joint effort. In this connection, the Government will work to further develop the dialogue and mutual understanding between the civilian and military organisations via the teamwork in the Humanitarian Contact Group.

Furthermore, the Government will heighten the priority of the existing joint training and education of civilian and military organisations and continuously evaluate the cooperation for the purpose of increasing personnel capacity and mutual understanding among the key Danish organisations.